

VZCZCXRO2061
PP RUEHCN RUEHGH RUEHVC
DE RUEHBJ #2724/01 2660619
ZNY CCCCC ZZH
P 230619Z SEP 09
FM AMEMBASSY BEIJING
TO RUEHC/SECSTATE WASHDC PRIORITY 6181
INFO RUEHOO/CHINA POSTS COLLECTIVE
RUEHAH/AMEMBASSY ASHGABAT 0758
RUEHTA/AMEMBASSY ASTANA 0099
RUEHEK/AMEMBASSY BISHKEK 1371
RUEHNT/AMEMBASSY TASHKENT 0082
RUEAIIA/CIA WASHINGTON DC

C O N F I D E N T I A L SECTION 01 OF 03 BEIJING 002724

SIPDIS

E.O. 12958: DECL: 09/23/2034
TAGS: [PREL](#) [PGOV](#) [CH](#) [MG](#) [NK](#) [MARR](#) [PBTS](#)
SUBJECT: MONGOLIA-CHINA RELATIONS: HIGH-LEVEL PROGRESS,
POPULAR DISTRUST

Classified By: Political Minister Counselor Aubrey
Carlson. Reason 1.4 (b and d)

11. (C) Summary: The 60th anniversary of the establishment of PRC-Mongolia relations has moved that relationship in a positive direction, but mutual popular mistrust persists, according to Beijing-based scholars. Per the Mongolian Embassy, plans are for Chinese Premier Wen Jiabao to visit Mongolia in early October. Wen will likely elaborate on Chinese plans for financial aid to Mongolia and sign a guest laborer agreement during his visit. Smooth relations at higher levels of government belie less harmonious relations between the Mongolian and Chinese peoples, claimed our contacts. Mongolian popular and historic mistrust of Chinese intentions will likely not influence overall relations, but the Chinese government is taking steps to improve its image in Mongolia all the same, the scholars said. Scholars dismissed claims that good U.S.-Mongolia relations are of concern to China or that "pan-Mongolian" theories pose a threat to China. A Mongolian Embassy official expressed concern over the trafficking of Mongolian women across the China-Mongolia border. Finally, Chinese Mongolia scholars lament that their numbers are few but note that efforts are being made to increase Chinese expertise in the neighbor to the north. End Summary.

Overall Relations on Right Track

12. (C) China-Mongolia relations were developing well, agreed Beijing-based Mongolia scholars and Mongolian Embassy officials in recent meetings with PolOff. Huang Ying, a researcher focusing on Mongolia at the MSS-affiliated China Institutes of Contemporary International Relations (CICIR), pointed to increased high-level visits between the two countries, closer economic ties, and the construction of new border crossings as evidence of improving relations. Wang Hao, Director of the Peking University (Beida) Center for Mongolian Studies, noted that the 60th anniversary of the establishment of relations between the two countries had provided opportunities for government and academic exchanges that would play a role in improving relations.

Wen Jiabao Visits to UB and DPRK?

13. (C) A visit to Mongolia by Chinese Premier Wen Jiabao was being planned for the first week in October, Mongolian Embassy Second Secretary Battsetseg Tuvshintugs told PolOff September

¶17. Though cautioning that the visit had not yet been confirmed by the Chinese, she said Wen would likely travel to Ulaanbaatar to take part in celebrations of the 60th anniversary of relations between the PRC and Mongolia on October 6. (Note: Battsetseg said that her Chinese counterparts had refused to confirm rumors that Wen would visit North Korea prior to going to Mongolia. She speculated that a trip to Pyongyang would be possible October 4-5. MFA Mongolia Desk officer Zhang Yishi also refused to confirm Wen's travel plans.) Wen would be the first Chinese Premier to visit Mongolia since Li Peng in 1994. Battsetseg said Wen would likely announce details of a plan for Chinese financial aid to Mongolia. Other agreements in the works included a guest laborer program that would delineate the rights and minimum working conditions for Chinese guest laborers in Mongolia.

Popular Mistrust despite High-Level Harmony

¶15. (C) In spite of high-level advances in relations, there remained frictions between Mongolians and Chinese, reported academics and officials with whom we spoke. Beida's Wang Hao blamed the poor behavior of Chinese business people in Mongolia for much of the tension. Mongolians were concerned about the threat to the Mongolian job market posed by Chinese labor in Mongolia and were fearful that Chinese companies would take the country's natural resources, said Wang. CICIR's Huang Ying agreed that historical issues and the poor image of Chinese business people abroad had caused the rise of

BEIJING 00002724 002 OF 003

a "China threat theory" in Mongolia. Mongolian diplomat Battsetseg denied a rise in anti-China sentiment, but acknowledged that historical conflicts between China and Mongolia had resulted in widespread mistrust between the two peoples. While all of our interlocutors denied that popular mistrust between the Chinese and Mongolians would affect bilateral relations, both Wang and Huang outlined Chinese government efforts to improve the PRC image in Mongolia. According to Huang, the Chinese had opened a Confucius Institute in Mongolia in part to ameliorate misunderstandings between the two peoples. China was also working to improve the behavior of Chinese business people abroad and to ensure that mining projects "mesh with local development goals," said Wang.

U.S.-Mongolia Relations

¶16. (C) Chinese scholars with whom we spoke denied that good U.S.-Mongolia relations were of concern to the Chinese government. CICIR's Huang Ying said that U.S.-China military cooperation was a "necessary" part of Mongolia's foreign policy and was "not a threat" to China. Beida's Wang Hao said that China was aware that Mongolia's "third neighbor policy" was needed to counterbalance its two powerful geographic neighbors. In contrast, Embassy official Battsetseg suggested that, though Chinese officials would never admit it, they were concerned about Mongolian cooperation with the United States.

According to Battsetseg, China had agreed to hold China-Mongolia peacekeeping exercises partly to counterbalance U.S. and Russian military relations with Mongolia. "Peacekeeping Mission 2009" was held in Beijing in June and was the first such exercise between the two countries. Battsetseg noted that Mongolian officials had suggested holding joint exercises for "many years" before Chinese officials finally agreed in ¶2008.

17. (C) Both Wang Hao and Huang Ying disputed the claims of Chinese Academy of Social Sciences (CASS) Professor Hou Aijun that a popularization of "Pan-Mongolian Theory" could be a threat to China. Hou, who published his theories in an August 2008 article in the popular magazine Nanfeng Chuang entitled "The Ghost of Pan-Mongolianism," told PolOff that Japanese and Indian activists were working to popularize the idea that China's Inner Mongolia should be part of Mongolia. While Hou admitted to PolOff that neither the Indian or Japanese governments officially promoted this idea, he claimed that Japanese scholars in particular had been successful in popularizing it. Asked about the danger posed by Pan-Mongolianism, Huang Ying said that some "voices do exist" that promoted the concept, but these people were not influential. Both Wang Hao and Battsetseg agreed, noting that the theory was only a legacy of history.

TIP an Issue

18. (SBU) The trafficking of Mongolian women to China was becoming a significant problem, Mongolian Embassy Consul General Ariunbold Yadmaa told PolOff September 10. According to Ariunbold, the border town of Erlian (aka Erenhot), through which three to seven thousand Mongolians passed through every day, was the main transit point for trafficking victims traveling from Mongolia to China, and Macau appeared to be a common destination for trafficked Mongolian women. Consul General Ariunbold said his research indicated that in 2007, nearly 98 percent of Mongolians entering Macau were female. To combat the problem, the Mongolian diplomatic mission in China was working with local law enforcement officials in Erlian and Macau to identify and assist victims.

PRC Mongolia Expertise Lacking

BEIJING 00002724 003 OF 003

19. (C) Both Wang Hao and Huang Ying agreed that China lacked many experts in Mongolian language and culture. Wang noted that her department at Peking University had been tasked with training students in Mongolian for jobs in government and academia. (Note: Both Huang Ying and MFA Mongolia desk officer Zhang Yishi had been Wang's students.) A Beijing-based Mongolian businesswoman who got her start teaching Mongolian in China lamented to PolOff that while the study of Chinese language had become popular in Mongolia, there was little interest in Mongolian studies in China.
HUNTSMAN